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Ms. SERIES.

Letter
G.O. No 227

Dated 17-1-48

[Despatch Abstract.

Labour - International Labour Organisation - Questionnaire on 'Vocational Guidance' the fifth item on the agenda of the 31st Session to be held at San Francisco in June 1948.

GOVERNMENT OF INDIA.
Ministry of Labour.

No. LC.54(6). Dated, New Delhi, the 14th November 1947.

From

Rai Bhadur H. Khanna,
-Deputy Secretary to the Government of India.

To

The Secretary to the Government of Madras,
Public Works Department,
Madras.

Sub:- Vocational Guidance - Fifth item on the agenda of the 31st Session of the International Labour Conference to be held at San Francisco.

Sir,

The thirty-first Session of the International Labour Conference will be held in June 1948 at San Francisco. One of the items on the agenda of the Conference is 'Vocational Guidance'. The International Labour Organisation Report on the subject has been received and I am directed to forward a copy of the same with the request that suggestions for replies to the Questionnaire given at the end of the Report on pages 204-214 may be communicated to the Ministry of Labour by the 15th December 1947 as the consolidated reply of the Government of India is to reach the Intern ational Labour Organisation not later than the 25th January 1948.

Since only a limited number of copies has been received only one copy of the Report is being forwarded for the use of your Government. However, five spare copies of the Questionnaire are enclosed. If additional copies are received from the International Labour Organisation, the Provincial Government will be supplied with 2 more copies.

Your most obedient servant,

(Sd) H. Khanna,
Deputy Secretary to Government of India.

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CHAPTER VIII.

QUESTIONNAIRE.

As explained in the Preface, Article 32 of the Standing Orders of the International Labour Conference provides for a preliminary report and a questionnaire - requesting the Govts. to give reasons for their replies - to be sent to the Governments so as to reach them at least six months before the opening of the Conference. On the basis of the replies received the office will prepare a further report indicating the principal question which require consideration by the Conference. The preceding chapters contain the points relating to vocational guidance on which it is proposed to consult Governments. These questions are repeated

below for convenience. It is particularly requested that the replies of Governments to the questionnaire should be sent so as to reach the International Labour Office in Geneva, by 25th January 1948.

I. Form of the Regulations.

1. Do you consider it desirable that the International Labour Conference should adopt international regulations on vocational guidance?

2. Do you consider that these regulations should take the form of a Recommendation?

II. Scope of Vocational Guidance.

3. Do you consider that the Recommendation should stipulate that public vocational guidance facilities should be made available, to the maximum extent possible and as rapidly as possible, to all juveniles leaving school and to other young persons *are seeking* up to an age fixed according to national circumstances, whether such persons are seeking admission to vocational training or seeking employment for the first time or already in the employment market?

4. Do you consider that in addition the Recommendation should stipulate that public vocational guidance or employment counselling facilities should be made available to the maximum possible extent and as rapidly as possible, to all persons regardless of age who wish to obtain advice concerning the choice of occupation?

III. Principles and Methods of Vocational Guidance for Young Persons.

5. Do you consider that the Recommendation should include the principle that policy governing the vocational guidance of young persons should be framed and applied through the co-operative efforts of each organisation and agency dealing with the child in his transition from school to work (such as the education authorities and the authorities responsible for youth training and placement) to the end that each young person concerned may have the benefit of unified and co-ordinated service?

6. (a) Do you consider that the Recommendation should stipulate that the preliminary vocational guidance of young persons should begin before the ends of general education?

(b) If so, at what stage of education do you consider that such preliminary vocational guidance should be introduced as a general rule? If it is begun early, do you consider that it should receive additional emphasis in the last period of schooling?

(c) Do you consider that preliminary vocational guidance should include:-

(i) the provision, by the competent public authorities or under public supervision, of comprehensive occupational and industrial information of a general character, presented in suitable form?

(ii) visits to industrial and commercial establishments, coal mines, model farms and other workplaces?

(iii) Preliminary personal interviewing?

(iv) experimental periods of practical work experience?

7. Do you consider that the Recommendation should stipulate the principal methods of vocational guidance for young persons to be encouraged to the fullest possible extent in the different countries?

8. (a) If so, do you consider that the Recommendation should specify that personal interviewing should be an essential factor in the process of vocational guidance for young persons and that particular attention should be given to continuously adapting and improving the methods of interview?

(b) Do you consider that special attention should be given to personal interview at the time of leaving school and entering the employment market?

9. Do you consider that the Recommendation should also stipulate that a cumulative record of scholastic progress, including an evaluation of character, personality and aptitudes, should be made available and utilised for vocational guidance purposes?

10. (a) Do you consider that the Recommendation should stipulate that vocational guidance for young persons should include medical examination?

(b) If so, do you consider that this examination should be accompanied by advice for corrective action if needed?

11. Do you consider that the Recommendation should stipulate that vocational guidance for young persons should include provision of facilities for psychological and aptitude testing, to be administered by qualified persons?

12. Do you consider that the Recommendation should also specify that vocational guidance for young persons should include the provision in individual cases, through personal interview and otherwise, of reliable information in regard to occupations and employment and training opportunities related to the aptitudes and tastes of the young person concerned and to the national labour requirements?

13. Do you consider that the Recommendation should urge that special attention should be given to the development of appropriate vocational guidance services for young persons in rural areas?

14. Do you consider that the Recommendation should also state that special attention should be given to the maintenance of appropriate vocational guidance services for physically or mentally handicapped young persons (or those manifesting anti-social behaviour) requiring such services?

15. (a) Do you consider that the Recommendation should specify that the use of vocational guidance facilities for young persons should be on a fully voluntary basis?

(b) Do you consider that it should be stated that the competent national and local authorities should undertake to develop specific methods and co-operative prodedures for encouraging full use of such facilities?

(c) Have you any methods or procedures to suggest for

this purpose:-

(i) in respect of school-leavers?

(ii) in respect of other young persons?

(d) Are there any circumstances in which you consider it desirable to require schools, or individual young persons, or particular categories of young persons, to make use of vocational guidance facilities?

16. (a) Do you consider that the Recommendation should also specify that the process of vocational guidance should include methods of or co-operative procedures design to facilitate application of the young person's vocational plans, as, for example,

(i) making suggestions to him about carrying out these plans?

(ii) ensuring that he is brought into contact with the other agencies or persons subsequently concerned with placing him in training or employment in the occupation chosen by him?

(b) what other methods or procedures do you consider desirable for this purpose?

17. (a) Do you consider that the Recommendation should specify that vocational guidance should include follow-up aimed primarily at finding out whether the young person is satisfactorily following his vocational programme and whether the occupation selected is proving suitable for him?

(b) If so, how do you propose that such follow-up might be organised?

18. Have you any suggestions to make in regard to other principles and methods of vocational guidance for young persons suitable for inclusion in international regulations?

IV. Principles and Methods of Employment Counselling for Adults.

19. (a) Do you consider that the Recommendation should specify that appropriate arrangements for the vocational guidance of adults should be developed and applied, by and in cooperation with the employment service, with a view to providing specialised employment counselling for adults requiring such assistance to find suitable and useful employment?

(b) If so, do you consider that the process of employment counselling should include, as appropriate in individual cases, any or all of the following methods:

(i) personal interview?

(ii) cumulative record of work experience?

(iii) provision of occupational and industries information?

(iv) health record?

(v) psychological or aptitude testing?

(vi) follow-up aimed at discovering whether satisfactory placement and vocational adjustment have been achieved?

20. (a) Do you consider that the Recommendation should provide that in cases of prolonged unemployment the use of employment counselling facilities should be made a condition for the continued receipt of unemployment benefit or allowance?

(b) Are there any other circumstances in which you consider it particularly desirable that employment counselling facilities should be used by adult job-seekers?

21. Do you consider that the Recommendation should specify the desirability of developing, within the framework of the general facilities, specialised, employment counselling for:

(i) disabled persons?

(ii) persons seeking technical professional and executive posts?

(iii) ex-service personnel, so long as the need exists?

22. Do you consider that the Recommendation should provide that special attention should be given in connection with employment counselling work, to the development and improvement of methods for the technical selection of workers for particular jobs and undertakings?

23. Are there any other principles or methods of employment counselling for adults, which, in your opinion should be specified in the Recommendation?

V. Principles of Administrative Organisation.

24. (a) Do you consider that the Recommendation should state that vocational guidance and employment counselling activities should be developed and co-ordinated on the basis of a comprehensive general programme, established so far as practicable by or on the initiative of the competent central authorities in the light of regional and local conditions and adaptable to such conditions?

(b) Do you consider that the Central authorities should assume fixed responsibilities for promoting vocational guidance and employment counselling activities including for example, the grant of financial and technical assistance for this purpose?

25. Do you consider that the Recommendation should provide that the competent public authorities should take all necessary and desirable measures to encourage coordination of public and private vocational guidance activities nationally and locally so that each organisation or agency concerned with any aspect of the process may contribute effectively in the framing and application of policy in regard to vocational guidance and employment counselling?

A. Young persons.

26. (a) Do you consider that the Recommendation should stipulate that administrative arrangements for coordinated policy and action in regard to the vocational guidance of young persons should be maintained nationally and locally?

(b) Do you consider that these arrangements should aim more particularly at co-operative planning and procedure to ensure effective service to young persons without duplication of effort and to facilitate the interchange of information concerning:

(i) the extent and character of the need for vocational guidance and of the service provided;

(ii) the young persons applying for vocational guidance;

(iii) industries and occupations;

(iv) employment and training opportunities; and

(v) the preparation and use of vocational guidance materials of all kinds?

(c) Do you consider that the administrative responsibility for the vocational guidance of young persons:

(i) should be divided among various authorities (as, for example, the education authorities, the employment service authorities, or autonomous specialised agencies or centres under public authority; or

(ii) should be carried out jointly by the interested agencies with the necessary structural relationships developed by law or regulations; or

(iii) should be entrusted primarily to one authority, and, if so, to which authority?

27. (a) Do you consider that the Recommendation should provide that vocational guidance for young persons should be developed and administered with the assistance of representative advisory committees?

(b) If so, do you consider that these councils should include representation of any or all of the following groups:

(i) employers' organisations?

(ii) trade unions?

(iii) education authorities?

(iv) employment service?

(v) vocational training, including apprenticeship authorities?

(vi) parents' associations?

(vii) organisations of youth and youth serving organisations?

(viii) any other organisations or agencies, such as those with special knowledge of vocational guidance questions and with special knowledge of employment market questions (e.g. social and economic planning institutes)?

(c) Do you consider that a Committee concerned, among other things, with developing juvenile vocational guidance polic and programme should be maintained at the national level?

(d) Do you consider that such committees should be maintained locally, so far as possible, to help develop and impleme

policy, to adapt it to local conditions or suggest results of experience to the local and national authorities concerned, and to assist in coordinating local vocational guidance activities?

28. Have you any other suggestions to make in regard to principles of administrative organisation of vocational guidance for young persons appropriate for inclusion in international regulations?

B. Adults.

29. (a) Do you consider that the Recommendation should state that administrative responsibility for employment counselling for adults should be entrusted primarily to the employment service?

(b) If so, do you consider that the employment service offices should include, at each administrative level so far as practicable, specialised employment counselling units or personnel?

30. Do you consider that the Recommendation should stipulate that arrangements should be made to ensure thatemployment counselling for adults is developed and applied in the ~~closts~~ closest cooperation with:-

(i) the authorities responsible for the placement work of the employment service?

(ii) the authorities responsible for the administration of unemployment insurance and assistance and vocational training and retraining scheme and plans to promote labour mobility?

(iii) the authorities responsible for the vocational guidance of young persons?

(iv) the representative organisations of employers and workers?

VI. TRAINING OF VOCATIONAL GUIDANCE PERSONNEL.

31. (a) Do you consider that the Recommendation should provide that the competent authorities should take immediate and appropriate measures to ensure to the fullest possible extent the recruitment and specialised training of an adequate number of vocational guidance officers, with suitable training experience or other qualifications, and that for this purpose Governments, in co-operation with representatives of employers' and workers' organisations and where appropriate of other bodies concerned (such as universities), should take all necessary measures.

(i) to establish minimum qualification standards for vocational guidance personnel?

(ii) to maintain regulations or procedures for recruiting and selecting such personnel on a basis of merit?

(iii) to ensure the maintenance, for persons seeking to enter the vocational guidance profession, of specialised training courses, given by or with the approval of the competent public authorities, such courses to include so far as possible, academic instruction, laboratory experience and practical work experience?

(iv) to organise basic in-service courses of background training for newly recruited vocational guidance personnel?

(v) to organise continued supplementary training and refresher courses for vocational guidance personnel, such courses to include laboratory and research activities where appropriate?

(vi) to ensure that the conditions of appointment and employment of vocational guidance personnel are such as to provide an inducement to qualified persons to enter and remain in the profession.

(b) Do you consider that the Recommendation should provide that Member States should co-operate, where necessary and practicable, and where desired with the help of the International Labour Office, in the training of vocational guidance personnel by such methods as:

(i) the provision in one country of training for senior personnel from another country to enable them to acquire broader skill or experience not available in their own country?

(ii) the loan of experienced senior vocational guidance personnel from one country to another to help organise training for vocational guidance personnel or to help meet particular short-term needs?

(iii) the preparation and provision of handbooks and other materials for the training of vocational guidance personnel?

(c) Have you any other suggestions to make concerning the methods by which the training of vocational guidance personnel should be developed and promoted?

VII VOCATIONAL GUIDANCE RESEARCH AND PUBLICITY.

32. (a) Do you consider that the Recommendation should stipulate that special measures should be taken, on the basis of a co-ordinated plan, to promote and encourage public and private research and experiment with methods and techniques of vocational guidance and employment counselling?

(b) Do you consider that such research should include, among other things, examination of:-

(i) the relationship of one occupation or group of occupations to another and the technical analysis of job and career requirements in the different occupations?

(ii) the provision of industrial, occupational and employment market information in forms adapted for vocational guidance and employment counselling purposes?

(iii) general aptitude and psychological test construction and validation and specialised tests for the technical selection of workers for particular jobs and occupations?

(iv) the development of model vocational guidance forms for inscribing material concerning the record of school progress health, and work experience?

(v) methods of organising follow-up for the purpose of evaluating vocational guidance principles and practice?

33. Do you consider that the Recommendation should specify that the competent authorities should take the necessary measures to ensure the maintenance, under public auspices or under public supervision of national institutes which include vocation guidance research among their principle duties?

34. (a) Do you consider that the Recommendation should state that special and systematic efforts should be made by the authorities responsible for vocational guidance in co-operation with employers' and workers' organisations and where appropriate with other bodies concerned, to promote wide public understanding of the purposes, principles, and methods of vocational guidance?

(b) Have you any suggestions to make as to the means by which such public understanding may be developed?

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GOVERNMENT OF MADRAS.
Development Department.

Letter/Miscellaneous No. 227.

From

Sri. K.G. Menon, I.C.S.,
Secretary to Government.

To

The Secretary to the Government of India,
Ministry of Labour,
New Delhi.

Dated, Fort St. George, the 17th January 1948.

Sir,

Sub:- Labour - International Labour Organisation Questionnaire on 'Vocational Guidance' the fifth item on the agenda of the 31st Session to be held at San Francisco in June 1948.

Ref:- Mr. Khanna's letter No. L.C.54(6) dated 14th November 1947.

I am directed to forward herewith the reply of the Government of Madras to the International Labour Organisation Questionnaire on 'Vocational Guidance' received with the letter cited. I am to state that though this Government accept the desirability of adopting international regulations on the subject, they are of the view that the recommendations should be difficult of implementation until more favourable conditions are brought about through the enforcement of compulsory primary education, organisation of adequate number of employment exchanges for industrial labour, formulation of definite schemes for adult education and the introduction of reorganised secondary education providing more facilities for vocational guidance. In the case of school children, however, vocational guidance in the sense of providing the type of education that would be most profitable from the point of view of their future employment with regard to the avenues of employment available from time to time in the localities concerned, can be planned and developed pari passu with the expansion of educational facilities, without waiting for the

completion of the schemes of expansion and reorganisation of education.

Yours faithfully,

(Sd. (K.G. Menon),
Secretary to Government.

Copy to the Commissioner of Labour, Madras.

Answer to the International Labour Organisation Questionnaire on 'Vocational Guidance".

1. Yes.
2. Yes.
3. Yes.
4. Yes.
5. Yes.
6. (a) Yes.

(b). As a general rule, vocational guidance should be introduced after the primary school course, preferably at the beginning of the high school course, special emphasis being made during the last period of the school course as specialisation in the vocation suited to aptitude has to begin at this stage. Guidance would be useful at the time of entry into the high school courses, providing for study of vocational subjects, and would also be useful and necessary at the end of the course for placement of industry or for further training as the case may be.

(c) (i) Yes.

(ii) Yes.

(iii) Yes.

(iv) Yes.

7. Yes.

8. (a) Yes.
(b) Yes.

9. Yes.

10. (a) Yes.
(b) Yes.

11. Yes.
12. Yes.

13. Yes. this is specially necessary as persons in rural areas are ignorant of other avenues of employment in industry and other spheres.

14. Yes.

15. (a) The use of vocational guidance facilities should be on a voluntary basis.

(b) Yes.

(c) (i) In respect of school leavers every school should have an advisory board.

(ii) In respect of other young persons, the Government

should constitute an Advisory Board for each taluk wh should be assisted by competent technical officers.

(d) No.

16. (a) Yes.
(b) Nothing in particular.

17. (a) Yes; the follow up action should consist of periodical tests to judge a young person's progress.

(b) The follow up should be organised by the constitution of a penal which should assess the progress made by means of a test.

18. No.

19. (a) Yes.
(b) (i) to (vi) Yes.

20. (a) Yes.
(b) Yes, the employment counselling facilities should be available to young persons who have been compelled to accept jobs not in line with their aptitudes for reasons of pecuniary, family or health considerations or for lack of knowledge of other vocations.

21. (a) Yes.
(b) Yes.
(c) Yes, as in the absence of such facilities they may be diverted into anti social activities.

22. Yes.

23. None.

24. (a) The Vocational Guidance and employment facilities should be developed on a Provincial basis, with coordination by the Central authority.

(b) The responsibility of the Central authority may be limited to coordination and the grant of financial and technical assistance.

25. Yes.

26(a). Please see the answer to question 24(a).
(b) Yes.
(c) (i) No.
(ii) No.
(iii) Yes, with central authority with the help of the local committees including those in schools.

27. (a) Yes.
(b) (i) to (viii) Yes.
(c) Yes.
(d) Yes.

28. No.

29. (a) Yes.
(b) Yes, they should have specialised counselling units.

30. (i) to (iv) Yes.

31. (a) In the conditions obtaining in the country at present it may not be practicable to take immediate measures in this regard, but the necessary measures may be taken as early as 'practicable'.

31. (b) Yes.
(c) Yes. The training of vocational guidance personnel can be developed and promoted by:-

(i) Organisation of periodic tours to different parts of the country, with a view to modify and develop the schemes of guidance.

(ii) Periodic conferences.

(iii) The publication of periodical magazines on national and international basis, setting out the difficulties encountered and suggesting methods for their solution.

(iv). The officers keeping in touch with all the developments in respect of various occupations in the country from year to year.

32. (a) Yes.
(b) (i) to (iv) Yes.

33. Yes.

34. (a) Yes.
(b) Yes. Public understanding can be developed by intensive publicity through pictures, cinema, radio broadcast, and pictorial review of activities.

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/True copy/

Superintendent,
Madras Record Office.

k.y.s. 22.7.